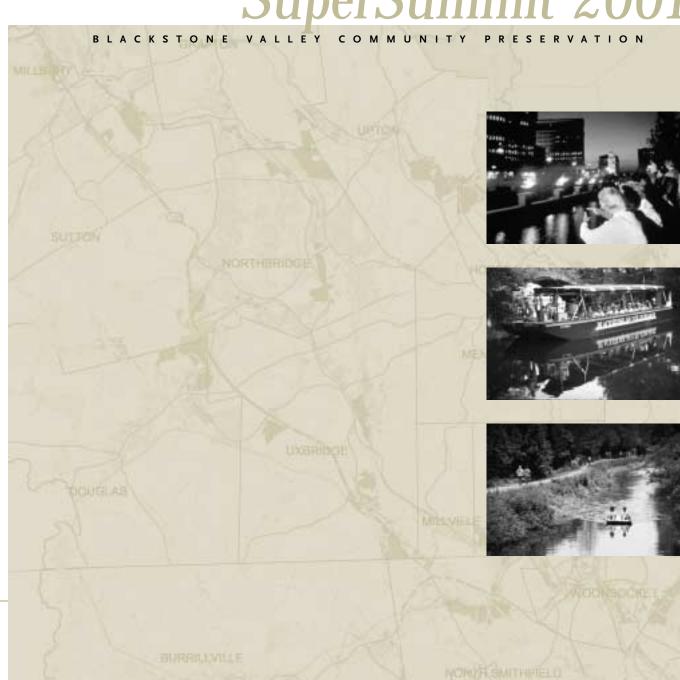
#### **EXECUTIVE SUMMARY**

A Bi-state Growth Management Project involving Massachusetts, Rhode Island and the John H. Chafee Blackstone River Valley National Heritage Corridor Commission.

# SuperSummit 2001

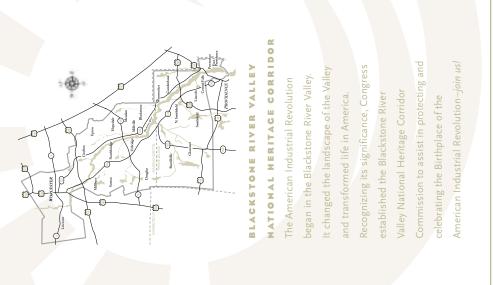




One Depot Square Woonsocket, RI 02895 www.nps.gov/blac/home

National Heritage Corridor Commission

One Depot Square









November, 2001

Dear Friend of the Blackstone Valley,

The first Interstate Community Preservation SuperSummit for the Blackstone Valley occurred on June 23 in Upton, MA. The SuperSummit provided an historic opportunity to explore growth management across state and community borders.

The SuperSummit was a tremendous success thanks to the more than 250 concerned citizens and municipal officials who took time out of their busy schedules to spend a Saturday in June to talk about how communities can work together and address collective needs. The strong support for this event is a testament to Valley residents and their interest in planning for future economic development while preserving the unique historic and natural qualities that make us special.

The Blackstone Valley is expecting significant growth in the coming decades as more people discover its unique qualities of affordability, green spaces and historic charm. Unfortunately, left to its own accord, the majority of this growth will be typical urban sprawl, jeopardizing the attributes so cherished by Valley residents. At the SuperSummit, participants were presented with valuable information about their communities and the potential impacts of future development. Participants also learned about a watershed-wide buildout study of the Valley, which illustrated its potential future according to the cumulative impact of current community zoning.

In particular, the SuperSummit pointed out the importance of working together across community and state borders and participants shared their common concerns. Such an interstate approach serves a key role in preserving the quality of life and irreplaceable assets of the Valley.

We encourage Blackstone Valley residents to follow-up on the important findings of this event which are included in this report. This summary presents an overview of the issues discussed at the SuperSummit. It includes an explanation of the watershed-wide buildout analysis as well as summaries of the participant workgroups, which focused on strategies for protecting community resources and balancing growth and development. Finally, the report includes a list of regional resources available to help guide future steps as we continue to work together to preserve our communities.

By working together we can ensure a Valley of thriving communities and high quality of life.

Very truly yours,

Bob Durand, Secretary, MA Executive Office of Environmental Affairs

Senator Richard T. Moore, Chairman,

John H. Chafee Blackstone River Valley National Heritage Corridor Commission

Jan Reitsma, Director, RI Department of Environmental Management

# One River – 27 Communities

## WHAT IS COMMUNITY PRESERVATION?

Initiated by Massachusetts Secretary of Environmental Affairs, Bob Durand, Community Preservation is a grassroots, municipally-driven, smart growth approach to planning.

In Massachusetts, the Community Preservation Initiative focuses on providing tools, technical assistance and outreach to local decision-makers to help them make informed decisions about future growth and preserve the unique characteristics and quality of life of their communities as they continue to develop.

Encompassing two states and 27 communities in Central Massachusetts and Northern Rhode Island, the Blackstone River Watershed is dynamic and vibrant with extensive natural resources, scenic beauty, and economic opportunities. These abundant resources have attracted people for centuries, creating a rich cultural heritage. Today, sprawl development threatens the very qualities that make the region appealing. The challenge is to promote growth in a way that protects and enhances quality of life in the Watershed while preserving its natural beauty and unique features.

## COMMUNITY PRESERVATION SUPERSUMMIT

To help communities examine the Blackstone Watershed in its entirety and contemplate the collective future of the region across community and state boundaries, the Massachusetts Executive Office of Environmental Affairs (EOEA), the Rhode Island Department of Environmental Management (DEM), and the John H. Chafee Blackstone River Valley National Heritage Corridor Commission (Heritage Corridor) collaborated on an interstate "buildout" project and Community Preservation SuperSummit.

The project provided a comprehensive look at the issues and direction of growth, land use and preservation.

Geographic Information System (GIS) buildout maps were completed, illustrating what each Blackstone community and the entire Watershed would look like if all available land

were developed in accordance with current zoning. The Community Preservation SuperSummit was also designed to provide a forum to discuss growth and planning on an intercommunity and interstate basis.

This first-in-the-nation interstate buildout project marks the first time that Massachusetts and Rhode Island have collaborated on a major growth management project crossing state lines. The project culminates EOEA's two year Community Preservation buildout initiative, a commitment that provided individual buildouts maps and accompanying data analyses to all 351 cities and towns in Massachusetts in order to assist with growth management. The project also marks the beginning of individual presentations and additional assistance to Blackstone communities. The Heritage Corridor provided the critical funding to produce the Rhode Island buildouts under the same methodology developed by EOEA for Massachusetts communities.

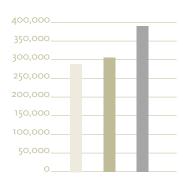
## THE BUILDOUT ANALYSIS – A FOUNDATION FOR GOOD PLANNING

The 27 communities in the Blackstone River Watershed received a series of five geographical information system (GIS) maps, showing existing development, permanently protected lands, and future developable lands according to their current zoning. With these maps a community can identify the linkages between water resources, open space, housing, transportation, and other issues. Called a buildout analysis these maps reveal a community's future layout if all undeveloped land were developed in accordance with existing zoning. The buildout is a tool for projecting future population, households, and commercial growth, as well as demand for water and municipal services. A buildout of the entire region was compiled from the individual community maps to reveal interesting results.

# Growth Trends & Development

## NUMBER OF HOUSEHOLDS

- 1990 HOUSEHOLDS
- CURRENT HOUSEHOLDS
- HOUSEHOLDS AT BUILDOUT



The population of many Blackstone Valley towns will change at buildout.

Filled with historic farms and mill villages dating back to the Industrial Revolution, the Blackstone River Watershed has remained relatively unchanged in its social and cultural landscape for a hundred years. However, the Watershed is changing with more people and home construction for people who work in a revitalized Providence or in the "edge cities" around Boston. Much of this growth is accompanied by a change in character, evident with a glance at new housing subdivisions and strip malls which have rapidly replaced open fields and forests around historic mill villages and town centers.



## Development...

had occurred on about 30% of the region's 400,000 acres by the late 1980s. By 1999, development had consumed an additional 20,000 acres. Despite this increase in developed land, the Blackstone River Watershed still has large parcels of land available for development. Communities are presently issuing an average of 1,700 building permits per year. At this rate, residential buildout of the Watershed could occur in as little as 50 years.

## Remaining land...

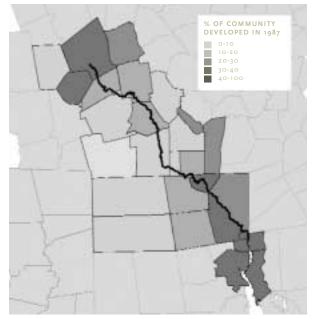
is zoned to accommodate 164,000 additional acres of low-density residential development and 20,000 additional acres of commercial and industrial development. As this development occurs, the character of communities will be noticeably altered. The Watershed could experience an addition of 280,000 people, 85,000 households, and 80,000 students. This places a significant strain on community services which may require increased taxes. To serve this growth, 1,300 miles of roads are needed (the equivalent of a new road from Boston to Chicago.)

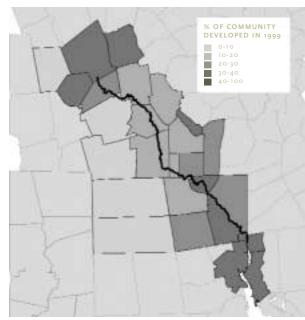
#### Current zoning...

allows an additional 211 million square feet of commercial and industrial space, equivalent to the square footage of about 1,500 Wal-Marts. The addition of this amount of new commercial and industrial development could create approximately 840,000 new jobs. The associated influx of new employees and their families could bring 1.7 million new residents to the Watershed, much more than the Watershed is currently zoned to allow. This increased demand for housing will increase pressures for residential development throughout the region.

## ${\bf Increasing\ population...}$

creates a strain on water resources. The Watershed will require an additional 32 million gallons of water per day to meet the needs of new development. The problem is that current zoning allows future developments to occur without adequate consideration of underlying water aquifers that may have to be tapped for water supplies.





From 1987 to 1999, the percentage of developed area increased dramatically along the Blackstone River corridor.

## Other significant changes...

that could happen at buildout are unquantifiable. The landscape will change dramatically as low-density development fills in the green spaces that are now interspersed between a historic pattern of village centers and downtowns. In fact, the current zoning of many Blackstone River communities makes it illegal to replicate or recreate the historic mill villages and downtowns as they exist now.

## The blueprint for the Blackstone Watershed's future...

is revealed by combining together the buildout maps and analyses for the 27 communities of the region. Combining the community buildout analyses creates a regional zoning map of future developable land that illustrates the region's collective plan for future growth and development. It is this zoning map, rather than community master plans, that provides the legal framework for future development. Residents of the Watershed should realize, however, that these maps illustrate where the Valley could be going, not where it has to go. The communities of the Blackstone Watershed can always alter their zoning to reflect an alternative future.

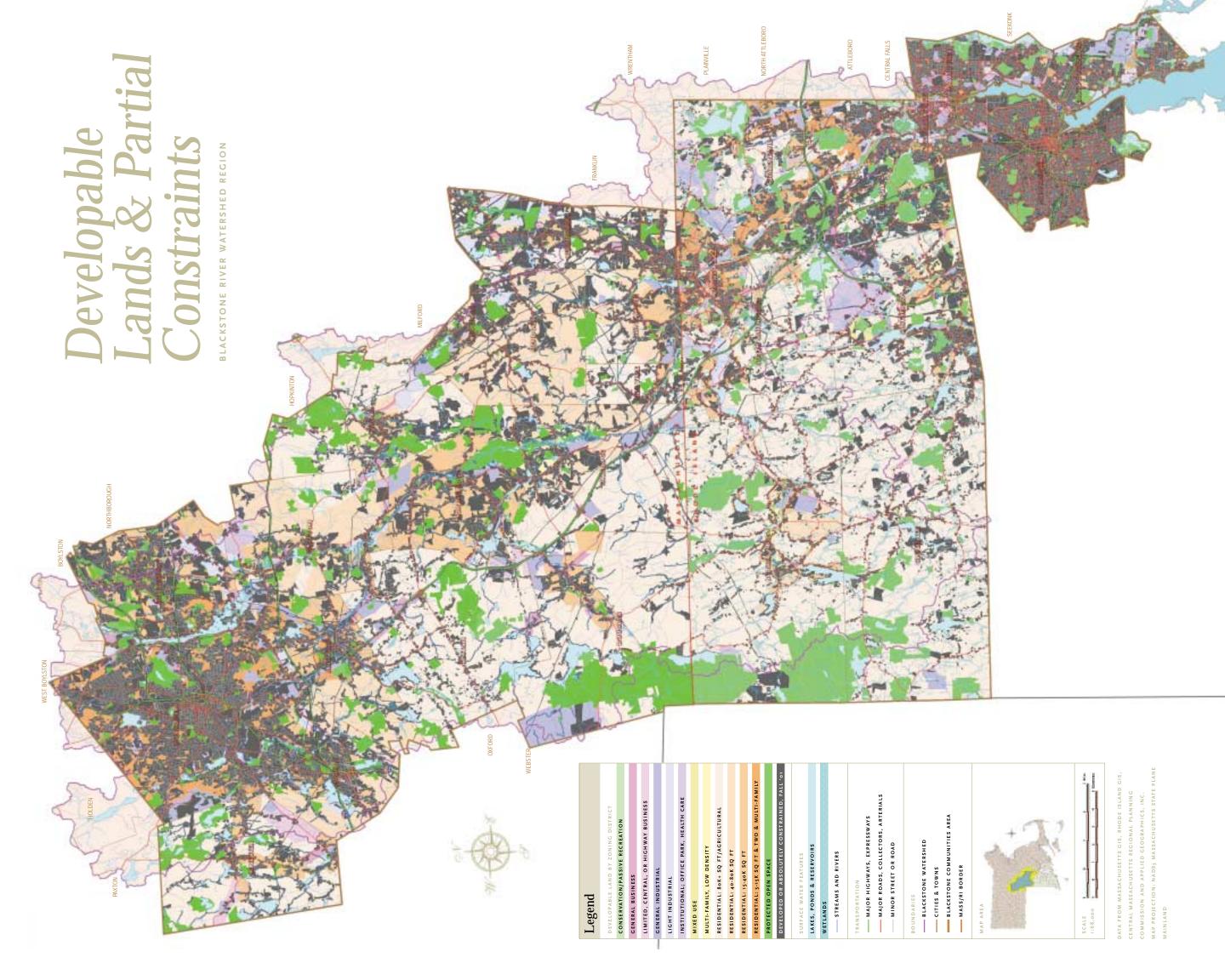
## The question is...

how can communities tailor their zoning and building codes to achieve a blueprint for development and preservation? It is difficult to rebuild a landscape, so we must act now to ensure that zoning represents the best possible development for future generations.





The traditional character of the Blackstone Valley consists of green spaces interspersed between a historic pattern of village centers and downtowns

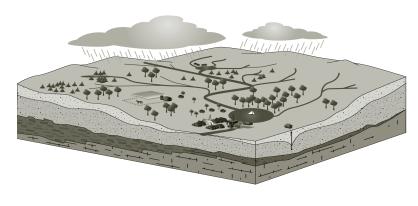


# SuperSummit Buildout Issues

#### **DISCUSSIONS & STRATEGIES**

The SuperSummit included a series of work sessions on six topics: water, open space, economic revitalization, housing, transportation & historic preservation. These issues framed the discussions and help to guide collaborative strategies.

A Watershed is a geographic area of land in which all surface and ground water flows down hill to a common point, such as a river, stream, pond, lake, wetland or estuary.



## WATER AND THE NATURAL COMMUNITIES – NATURAL RESOURCE PROTECTION

Water is the natural architect of the Blackstone River Valley. As such, it plays a critical role in historic and contemporary development. In order to provide clean water to current and future residents, communities need to plan and implement aquifer and wellhead protection programs to protect and expand water supplies. Water resource protection should include methods to conserve natural ecosystems such as special protection for wetlands, ponds, lakes, streams and rivers. Planning for future development will have to consider the impacts of more impervious surfaces as well as increased demand on water supplies.

## Participant Recommendations...

Build cooperation by strengthening watershed councils and teams.

Assess and quantify drinking water supplies and identify high risk areas.

Implement storm water management strategies and encourage practices to infiltrate water on site.

Provide education for local officials, developers and the general public about best management practices for protecting and conserving water supplies.

Conserve open spaces for biodiversity and water supply protection.

Implement policies to share water resources.



## OPEN SPACE: GREENWAYS, BLUEWAYS AND LANDSCAPES

Whether natural or man-made, farmsteads or mill villages, the landscape of
the Blackstone River Watershed
reflects the rich heritage of our communities. Along with historic sites and
scenic vistas, the Watershed provides
important natural habitat for wildlife.
Together with an increasing population
the cultural and natural landscapes
offer opportunities for bike paths, parks
and recreational areas. Protecting the
Watershed's open spaces and linking
them together will help develop
and protect a landscape to be enjoyed
by future generations.

A shared vision is the development of blueways along river and stream channels connected with greenways along trail systems and natural woodland preserves in a regional network throughout the Watershed. These critical land resources in conjunction with master planning can continue to provide a high quality of life and invigorate the local economy.

#### **Participant Recommendations...**

Encourage regional cooperation by pursuing partnership opportunities between organizations devoted to natural and historic resource protection.

Increase community involvement to raise awareness and support to complete the Blackstone River Bikeway.

Coordinate watershed-wide greenway and blueway planning with local and intercommunity trails and parks.

Explore alternatives to traditional development, including cluster development and open space subdivision designs.

Advocate increased local, state, and federal funding to protect open space.

Provide tax incentives to protect open land.



Reusing existing structures and sites helps slow development in green spaces and protects historic areas. This fire station is being reused as an auto parts store in Central Falls, RI.

## INVIGORATING LOCAL ECONOMIES AND DOWNTOWNS

Downtowns and village centers are cultural markers of the past, representing the continuity of industrial and civic life in the Blackstone River Watershed. To revive local economies and restore community centers, Blackstone Valley communities have begun to implement downtown improvement plans and investigate new uses for old structures.

The key to success of downtown revitalization is grassroots organizations using locally-specific innovation and



Grafton, MA: The traditional village is a model for the future.

creativity. Such efforts need to consider economic trends, identify niche markets that build on existing resources in the community, and work to keep and support local businesses. In this way, invigorating local economies and restoring town centers helps preserve the design and quality of the past by embracing the future.

## Participant Recommendations...

Manage growth by planning ahead.

Train community leaders in growth management and transportation planning.

Develop "Main Street" plans and strategies in historic centers.

Strengthen or implement zoning standards that focus development in existing downtowns and town centers.

Implement mixed-use development in existing downtowns and village centers.

Work with Chambers of Commerce and business associations to encourage investment in downtowns.

Consider local needs while planning transportation networks that encourage use of community centers.

## RESOURCEFUL HOUSING ALTERNATIVES FOR ALL

Economic growth, scenic beauty and cultural resources make the Blackstone River Watershed a desirable place to live. As the populations of Watershed communities continue to swell providing adequate housing for a broad range of incomes and lifestyles is a challenge. Ideally, local housing policies should encourage the protection of open space and support preservation of community resources by promoting infill and the adaptive reuse of existing building stock. To protect natural and cultural resources, newly constructed housing should be provided in a manner that is sensitive to natural topography and consistent with the scale, character, materials, and site planning of existing villages and rural landscapes.

## Participant Recommendations...

Provide affordable housing and mixed income areas.

Balance housing development with open space conservation, transportation infrastructure, historic preservation, and economic development.

Inform developers and housing advocates about state and federal programs for affordable housing.



Old mill converte to assisted living complex, Hopedale, MA. Sponsor a conference to review housing models that have worked elsewhere and are appropriate to the cultural landscape.

Encourage changes to Massachusetts Chapter 40B law to discourage inappropriate use of this law by developers to build new developments that may have a low percentage of affordable units.

## BALANCING TRANSPORTATION OPTIONS

The Blackstone River Watershed has long been a transportation corridor. From cart paths and coach roads to the Blackstone Canal, and from railways to highways and interstates, these transportation routes have followed the River's course. As communities grow, transportation can bring new opportunities but at the same time bring new problems. Communities need to learn how best to address transportation needs without letting transportation "drive" development. Regional efforts to increase transportation efficiency are essential for balancing growth with resource

## Participant Recommendations...

protection.

Improve transportation options by providing local and regional alternatives to automobiles.

Develop links from the bike paths to community centers.

Re-establish a regional commuter rail.

Promote inter-connecting public transportation systems.

Support transit-oriented developments by locating housing and shopping areas along public transit routes.

Create opportunities for people to live near where they work.

# EXPLORING AND PRESERVING A COMMUNITY'S ROOTS THROUGH HISTORIC PRESERVATION

The Blackstone River Valley National Heritage Corridor Commission supports community preservation efforts in the Valley through a variety of public-private partnerships and programs. These collaborative efforts seek to bal-



Eleazer Arnold House, c1687, Lincoln, RI

ance historic preservation, economic development, and land use management. These partnerships support programs such as the Blackstone Valley Institute, which provides assistance to communities to address land use issues and their effects on landscapes of the Valley. Partnerships between private sector businesses, non-profit organizations, government agencies, and individuals can continue to support community preservation by promoting and initiating projects that integrate historical preservation into growth management planning.

## Participants Recommendations...

Establish local historic districts and site plan review processes.

Provide incentive-based programs that promote preservation of historic structures.

Create regional advisory committees to coordinate interstate historic preservation efforts.

Implement growth management plans and land use regulations that promote the cultural resources, historical sites and structures, and scenic landscapes of the Blackstone River Watershed.

Encourage and subsidize the adaptive reuse of historic structures.

## Preserving the uniqueness of our communities

The communities of the Blackstone River Watershed are affordable, scenic, and contain numerous historic features, making this region a desirable location to build a home or a business. These very qualities that give the Valley its appeal, however, also explain why these communities are poised for substantial growth in the coming decades.

Without advanced planning and strategic growth management policies, the
Watershed suffers rather than gains from the increase of population and development that is likely to occur in the near future.
The buildout offers a view into the future of Valley communities based upon current zoning regulations. In the sense that zoning is a blueprint for future growth and development, it is important that Blackstone Valley communities act now to ensure the quality of life, character and values we cherish remain for generations to come.

The SuperSummit was only the first step. By opening doors across town boundaries and state lines, the Super-Summit provided an opportunity for residents and community leaders to begin to plan for the future. But, it is on the community level that planning is essential. For these reasons, the following tools and resources are included to help you in your involvement in the community planning process. The list on the next page indicates regional resources for residents and planners in the Watershed. You are instrumental in guiding future growth. With your enthusiasm, local knowledge, and regional assistance we can continue to further the goal of this SuperSummit - Community Preservation.

## Resources to Assist Community Preservation

Now is an excellent time to get involved at the local level to plan for the future. There are resources for information and technical assistance that can help guide these community preservation efforts.

#### REGIONAL RESOURCES

American Heritage Rivers Initiative (Blackstone and Woonasquatucket Rivers), www.epa.gov/rivers/98rivers/blackstone.html Provides information about these American Heritage Rivers including river facts and watershed health indicators and helps river communities seek federal assistance and other resources.

John H. Chafee Blackstone River Valley National Heritage Corridor Commission, Blackstone Valley Institute, www.nps.gov/blac/home.htm
Established by Congress in 1986, the Corridor is an affiliated area of the National Park System.
Through the Blackstone Valley Institute, the Corridor provides heritage area and land use planning resources and support to communities in the Blackstone River Valley. The Institute facilitates forums and workshops for planners and community officials, provides information and research on planning techniques and models, and cultivates community leaders through a series of training sessions with Leadership Blackstone Valley.

Lincoln Institute of Land Policy (Cambridge, MA), www.lincolninst.edu/main.html
A nonprofit and tax-exempt educational institution established in 1974. Its mission as a school is to study and teach land policy, including land economics and land taxation.

National Main Street Center, National Trust for Historic Preservation, www.mainst.org
Since 1980, Center has been working with communities across the nation to revitalize their historic or traditional commercial areas. Based in historic preservation, the Main Street approach was developed to save historic commercial architecture and the fabric of American communities' built environment, but has become a powerful economic development tool as well.

Trust for Public Land (New England Regional Office, Boston, MA), www.tpl.org A national nonprofit group which works to protect land for human enjoyment and well-being.

## Blackstone Valley Chamber of Commerce,

www.blackstonevalley.org Encourages business and industrial growth in the Blackstone Valley in Massachusetts while helping to preserve the unique community characteristics of the area.

## Central Massachusetts Regional Planning

Commission, www.cmrpc.org
Assists local governments of the communities
of Central and Southern Worcester County in
transportation, community development, and
geographic information systems.

Community Preservation Act, Secretary of State Elections Division, www.state.ma.us/sec/ele Guide to local acceptance of the community preservation act.

#### Community Preservation Coalition,

www.communitypreservation.org A coalition of over 25 organizations created to assist individuals and municipalities to understand and implement the Community Preservation Act.

Community Preservation Fund, Department of Revenue (Informational Guideline Release No. 00-209), www.state.ma.us/dls/PUBL/Igrindex.htm Explains to local officials the procedures and requirements for establishing a special fund that may be appropriated and spent for certain open space, historic resource, and affordable housing purposes.

## Community Preservation Initiative, Executive Office of Environmental Affairs,

www.state.ma.us/envir/communitypreservation Tools and techniques to assess the effect of sprawl and achieve growth that is protective of natural resources and consistent with the traditional community character. Includes buildout analyses, Community Development Plans, the Community Preservation Act, and the Green Neighborhoods Project.

## Citizen Planner Training Collaborative,

www.umass.edu/masscptc
Provides local officials serving on Planning Boards
and Zoning Boards of Appeals with educational
opportunities and access to information and
resources. Encourages the cooperation and integration of landuse boards within local government.

## Department of Housing and Community

Development, www.state.ma.us/dhcd
The Office administers the state's public housing
programs, coordinates its anti-poverty efforts,
allocates federal community development programs and provides a variety of services to local
government officials.

## Massachusetts Historical Commission, www.state.ma.us/sec/mhc

www.state.ma.us/sec/mnc
Established by the legislature in 1963 to identify,
evaluate, and protect important historical and
archaeological assets of the Commonwealth.

Massachusetts Geographic Information System (MASSGIS), www.state.ma.us/mgis Geographic and environmental data for Massachusetts.

#### RHODE ISLAND

## Blackstone Valley Tourism Council,

www.tourblackstone.com/council.htm
Oversees development of a coordinated visitor industry in the Rhode Island Blackstone Valley communities through partnerships with intrastate, state, regional, and New England organizations. The visitor industry consists of the Valley's public and private sectors, natural, historic, cultural, ethnic, industrial, educational, special events, and commercial resources.

#### Department of Environmental Management,

www.state.ri.us/dem/topics/munic.htm
To improve, maintain and preserve high
environmental quality, DEM offers a number of
programs that benefit communities – from help
in creating wastewater management districts
to providing grants for recreation.

## Sustainable Watersheds Office,

www.state.ri.us/dem/programs/bpoladm/suswshed/index Coordinates RI DEM's involvement in the Rhode Island Watershed Approach. The goal of the watershed approach is to preserve, protect, and restore Rhode Island's environment through collaboration and consensus building. This is done by establishing broad-based partnerships, called watershed teams, to include all the key stakeholders within a watershed. This office also coordinates what have traditionally been separate government programs in order to use existing resources more effectively.

#### Comprehensive Plans,

www.planning.state.ri.us/CompPlan/Default.htm Guidelines for updating community comprehensive plans.

#### Grow Smart Rhode Island,

www.growsmartri.com/news.html
A coalition of organizations and agencies
convened by Grow Smart Rhode Island has
developed a new training program for local public
officials. Entitled "Making Good Land-Use
Decisions," the two-part program is designed
to help elected officials and board and commission members carry out their responsibilities
for shaping growth in their communities.

Mill Revitalization Program, Statewide Planning Program, www.planning.state.ri.us/ED/Default Provides tax incentives for rehabilitation or reuse of older mill buildings.

#### Office of Municipal Affairs,

www.muni-info.state.ri.us/local.htm
Offers assistance and guidance to municipalities
in complying with state law, encourages
cooperation between municipalities and the
state. Responsible for distributing state aid,
maintaining a data center of information for
municipalities, and administering community
development block grant program.

## Statewide Planning Program,

www.planning.state.ri.us
Charged with preparing and maintaining plans
for the physical, economic, and social development
of the state; encouraging their implementation;
and coordinating the actions of state, local and
federal agencies and private individuals
within the framework of the state's development
goals and policies.

Rhode Island Geographic Information System, (RIGIS),www.planning.state.ri.us/GIS/GISHOME Monitors and coordinates activities related to the use of geographic information system technology

use of geographic information system technology in Rhode Island, supports initiatives to implement or use this technology, and provides access to a comprehensive data base of geographically referenced information.

## Rhode Island Greenways Council,

www.planning.state.ri.us/GreenCouncil/Default Coordinates state agency greenway efforts, assists local governments and private groups in greenway creation, and provides information to the public on the availability and usage of greenways in Rhode Island.

Rhode Island Historical Preservation & Heritage Commission, www.rihphc.state.ri.us
Operates the statewide historical preservation program, which identifies and protects historic buildings, districts, and archaeological sites.

Rhode Island Transportation Technology Transfer Program, www.planning.state.ri.us/T2/Default A cooperative effort of the Federal Highway Administration, Rhode Island Department of Administration and the Rhode Island Department of Transportation to meet the needs of the local transportation personnel and agencies.